

IN THE UNITED STATES DISTRICT COURT  
FOR THE NORTHERN DISTRICT OF NEW YORK

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ANGELA S.,

Plaintiff,

v.

Civil Action No.  
3:20-cv-0922 (DEP)

KILOLO KIJAKAZI, Acting Commissioner  
of Social Security,<sup>1</sup>

Defendant.

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APPEARANCES:

OF COUNSEL:

FOR PLAINTIFF

LACHMAN GORTON LAW FIRM  
P.O. Box 89  
1500 East Main Street  
Endicott, New York 13761-0089

PETER A. GORTON, ESQ.

FOR DEFENDANT

SOCIAL SECURITY ADMIN.  
625 JFK Building  
15 New Sudbury St  
Boston, MA 02203

RAMI VANEGAS, ESQ.

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<sup>1</sup> Plaintiff's complaint named Andrew M. Saul, in his official capacity as the Commissioner of Social Security, as the defendant. On July 12, 2021, Kilolo Kijakazi took office as the Acting Social Security Commissioner. She has therefore been substituted as the named defendant in this matter pursuant to Rule 25(d)(1) of the Federal Rules of Civil Procedure, and no further action is required in order to effectuate this change. See 42 U.S.C. § 405(g).

DAVID E. PEEBLES  
U.S. MAGISTRATE JUDGE

ORDER

Currently pending before the court in this action, in which plaintiff seeks judicial review of an adverse administrative determination by the Commissioner of Social Security (“Commissioner”), pursuant to 42 U.S.C. §§ 405(g) and 1383(c)(3), are cross-motions for judgment on the pleadings.<sup>2</sup> Oral argument was conducted in connection with those motions on November 16, 2021, during a telephone conference held on the record. At the close of argument, I issued a bench decision in which, after applying the requisite deferential review standard, I found that the Commissioner’s determination did not result from the application of proper legal principles and is not supported by substantial evidence, providing further detail regarding my reasoning and addressing the specific issues raised by the plaintiff in this appeal.

After due deliberation, and based upon the court’s oral bench decision, a transcript of which is attached and incorporated herein by

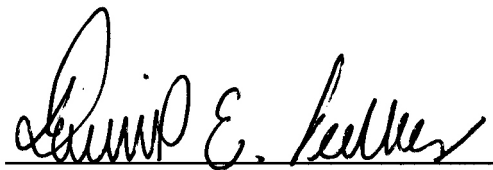
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<sup>2</sup> This matter, which is before me on consent of the parties pursuant to 28 U.S.C. § 636(c), has been treated in accordance with the procedures set forth in General Order No. 18. Under that General Order once issue has been joined, an action such as this is considered procedurally, as if cross-motions for judgment on the pleadings had been filed pursuant to Rule 12(c) of the Federal Rules of Civil Procedure.

reference, it is hereby

ORDERED, as follows:

- 1) Plaintiff's motion for judgment on the pleadings is GRANTED.
- 2) The Commissioner's determination that plaintiff was not disabled at the relevant times, and thus is not entitled to benefits under the Social Security Act, is VACATED.
- 3) The matter is hereby REMANDED to the Commissioner, without a directed finding of disability, for further proceedings consistent with this determination.
- 4) The clerk is respectfully directed to enter judgment, based upon this determination, remanding the matter to the Commissioner pursuant to sentence four of 42 U.S.C. § 405(g) and closing this case.



David E. Peebles  
U.S. Magistrate Judge

Dated: November 19, 2021  
Syracuse, NY

UNITED STATES DISTRICT COURT  
NORTHERN DISTRICT OF NEW YORK

-----x  
ANGELA S.,

Plaintiff,

-v-

20-CV-922

COMMISSIONER OF SOCIAL SECURITY,

Defendant.  
-----x

**TRANSCRIPT OF PROCEEDINGS**  
**BEFORE THE HONORABLE DAVID E. PEEBLES**  
November 16, 2021  
100 South Clinton Street, Syracuse, New York

For the Plaintiff:  
(Appearance by telephone)

LACHMAN & GORTON LAW OFFICE  
P.O. Box 89  
1500 East Main Street  
Endicott, New York 13761  
BY: **PETER A. GORTON, ESQ.**

For the Defendant:  
(Appearance by telephone)

SOCIAL SECURITY ADMINISTRATION  
15 New Sudburty Street  
Boston, Massachusetts 02203  
BY: **RAMI VANEGAS, ESQ.**

*Hannah F. Cavanaugh, RPR, CRR, CSR, NYACR, NYRCR*  
*Official United States Court Reporter*  
*100 South Clinton Street*  
*Syracuse, New York 13261-7367*  
*(315) 234-8545*

1 (The Court and all parties present by telephone.

2 Time noted: 11:17 a.m.)

3 THE COURT: Let me begin by thanking you both for  
4 excellent presentations, both in writing and verbally. You've  
5 given me a great deal to think about. I have to say that I  
6 found this to be an extremely close case written by an  
7 Administrative Law Judge who I have a great deal of respect for.

8 I have before me a decision from the Commissioner of  
9 Social Security finding that plaintiff was not disabled at the  
10 relevant times. Plaintiff challenges that determination under  
11 42, United States Code, Sections 405(g) and 1383(c)(3). The  
12 background is as follows: Plaintiff was born September of 1981  
13 and is currently 40 years of age. She was 33 years old at the  
14 alleged onset of her disability which she identifies as  
15 April 20, 2013. Plaintiff stands 5'6" in height and weighs  
16 approximately 240 pounds. Plaintiff lives in a two-story house  
17 in Binghamton, New York where there's a washer and dryer in her  
18 basement. She lives with her son who is nonverbal and, by my  
19 calculations, is currently approximately 19 years old, a  
20 daughter who is approximately 15 years of age, and twin  
21 daughters, 13 years of age.

22 Plaintiff has a high school diploma and a Bachelor's  
23 degree in Liberal Arts. She also underwent one semester of  
24 Master's education. While in school, plaintiff was in regular  
25 classes. She's right-handed. Plaintiff has a driver's license,

1 but testified that she rarely drives.

2           The evidence in the record is somewhat equivocal as  
3 to when she stopped working. At 319, the indication is November  
4 of 2017. Elsewhere, it's identified as April 20, 2013. While  
5 working, she was employed by Catholic Charities assisting four  
6 autistic clients. It was a full-time position. She also has  
7 worked as a counsellor, a corrections officer, a loss prevention  
8 employee, a shelf stocker, and a marketing manager. There are  
9 significant gaps in her employment history.

10           Physically, plaintiff suffers from vertigo, dizziness  
11 of an unknown etiology. She testified that she experiences five  
12 to six dizzy spells per day that can last between 20 minutes and  
13 four hours. She has an unspecified disorder of the vestibular  
14 function bilaterally, diabetes, obesity, and leukocytosis,  
15 which, as I understand it, is a condition in which the white  
16 blood cell count is above the normal range in the blood. The  
17 plaintiff has tried vestibular therapy, although she claims that  
18 it has made her dizzy. She does not report any mental  
19 conditions.

20           Plaintiff's primary physician is Dr. Andrea Hsue who  
21 she treated with from 2016 to 2018, and Dr. Khaula Rehman who  
22 she began seeing in December 2018. She also has seen  
23 neurologist, Dr. Aamir Rasheed, and others, including a  
24 rheumatologist. Plaintiff has been prescribed over time  
25 Metformin, Amitriptyline -- although she could not tolerate

1 it -- Topamax, and she also takes Meclizine, which I understand  
2 is a form of Bonine or the generic for Bonine.

3 Plaintiff can cook, clean, do laundry, shop, care for  
4 her children, shower, dress. She listens to the radio, watches  
5 television, she reads, she runs, she plays softball.

6 Procedurally, plaintiff applied for Title II and  
7 Title XVI benefits on July 25, 2017, alleging an onset date of  
8 April 20, 2013. She claimed disability based upon her  
9 leukocytosis, chronic fatigue and malaise, severe vertigo and  
10 dizziness, an autoimmune disorder, a disorder of the vestibular  
11 function bilaterally, and diabetes. On July 24, 2019,  
12 Administrative Law Judge Robyn Hoffman conducted a hearing to  
13 address plaintiff's applications. ALJ Hoffman issued an adverse  
14 determination on September 13, 2019. That became a final  
15 determination of the Commissioner on June 16, 2020, when the  
16 Social Security Administration Appeals Council denied  
17 plaintiff's request for a review. This action was commenced on  
18 August 13, 2020, and is timely.

19 In her decision, ALJ Hoffman applied the familiar  
20 five step sequential test for determining disability. She first  
21 noted that plaintiff's last date of insured status was June 30,  
22 2017, which actually predated the date of her applications on  
23 July 25, 2017. She found at step one that plaintiff had not  
24 engaged in substantial gainful activity since April 20, 2013.

25 At step two, ALJ Hoffman concluded that plaintiff

1 does suffer from severe impairments that impose more than  
2 minimal limitations on her ability to perform basic work  
3 functions, including an unspecified disorder of the vestibular  
4 function bilaterally.

5 At step three, ALJ Hoffman concluded that plaintiff's  
6 condition did not meet or medically equal any of the listed  
7 presumptively disabling conditions set forth in the  
8 Commissioner's regulations, specifically considering listings  
9 2.07, 7.18, and 14.07. ALJ Hoffman then concluded based upon  
10 the entirety of the record that plaintiff was capable of  
11 performing a full range of light work as defined in the  
12 regulations with avoiding working at unprotected heights,  
13 climbing ladders, ropes, or scaffolds, and working in close  
14 proximity to dangerous machinery or moving mechanical parts of  
15 equipment.

16 At step four, based upon that RFC determination, ALJ  
17 Hoffman concluded that there was insufficient evidence in the  
18 record regarding plaintiff's past relevant work and therefore  
19 proceeded to step five where, of course, the burden of proof  
20 shifts to the Commissioner.

21 At step five, ALJ Hoffman concluded that if plaintiff  
22 were capable of performing a full range of light work, a finding  
23 of no disability would be compelled under Medical-Vocational  
24 Guideline Rule 202.21. She found that the additional  
25 limitations set forth in the RFC would not significantly effect



1 plaintiff's ability to perform unskilled light work and that  
2 S.S.R. 85-15 therefore directed a finding of no disability and  
3 that testimony of a vocational expert was not necessary.

4           As you know, the Court's function in this case is  
5 limited to determining whether correct legal principles were  
6 applied and the supporting -- and the resulting determination is  
7 supported by substantial evidence, defined as such relevant  
8 evidence as a reasonable mind would find sufficient to support a  
9 conclusion.

10           In this case, plaintiff raises three basic  
11 contentions which lead to the fourth, which is that the step  
12 five determination is not supported and that a vocational  
13 expert's testimony was required. She first argues that the  
14 residual functional capacity did not account for her dizziness  
15 and the result of being off task or absent based upon the  
16 dizziness or vertigo. Second, she challenges the rejection of  
17 the opinion of Dr. Rehman concerning plaintiff being off task or  
18 absent and argues that there is no competing medical opinion and  
19 therefore the resulting rationale must meet the overwhelmingly  
20 compelling standard that seems to be applied in the Second  
21 Circuit. And the third argument is that the ALJ improperly  
22 relied on plaintiff's activities of daily living which did not  
23 take into account that they could be performed while she was not  
24 experiencing an episode, but perhaps not performed when she was  
25 experiencing an episode of vertigo or dizziness.

1           The first order of business, of course, for an  
2 Administrative Law Judge is to determine plaintiff's residual  
3 functional capacity, which represents the range of tasks that  
4 the plaintiff's capable of performing notwithstanding her  
5 impairments. Ordinarily, an RFC represents a claimant's maximum  
6 ability to perform sustained work activities in an ordinary  
7 setting on a regular and continuing basis, meaning eight hours a  
8 day for five days a week or an equivalent schedule, *Tankisi v.*  
9 *Commissioner of Social Security*, 521 F. App'x 29 at 33, Second  
10 Circuit 2013. The resulting RFC must be supported by  
11 substantial evidence, of course.

12           Addressing first the off task and absences. There  
13 are several cases that plaintiff has cited, and many others that  
14 follow this line of cases, that talk about an episodic  
15 impairment such as multiple sclerosis, dizziness and vertigo,  
16 and require an evaluation of the frequency and duration of such  
17 impairments and their interruption of the ability to perform  
18 work functions. *Wilcox v. Sullivan*, 917 F.2d 272 from the Sixth  
19 Circuit, 1990, is one example. Closer to home is *Peck v.*  
20 *Colvin*, from the Western District of New York, October 7, 2013.  
21 The Westlaw cite is 2013 WL 5533571. And there are others,  
22 including those, that have been cited by plaintiff's counsel.

23           Plaintiff testified, again to reiterate, that she  
24 experiences five to six episodes per day that can last  
25 20 minutes to four hours and that she is only dizzy free four to

1 five days per month. The Administrative Law Judge seems to have  
2 impliedly rejected the dizziness claims and their effect on her  
3 ability to perform work-related functions, including based on  
4 activities of daily living and the report of Dr. Abueg who  
5 issued an opinion on October 24, 2017, after reviewing  
6 plaintiff's medical records, but not examining the plaintiff, in  
7 that he concluded at page 63 there's insufficient evidence in  
8 the file to find claimant disabled prior to the date of last  
9 insured.

10 The opinion of Dr. Jenouri is also relied on. And  
11 based on a one-time examination, Dr. Jenouri found on  
12 September 29, 2017, that plaintiff has no restrictions based  
13 upon the findings of today's evaluation. That's at page 511.  
14 Obviously with an episodic condition, her doctors have been  
15 unable to identify the origin or the etiology of plaintiff's  
16 dizziness, but certainly her reports have been consistent over  
17 time that she does experience debilitating dizziness, in one  
18 instance requiring her to present herself to an emergency room.

19 I would expect that the Administrative Law Judge  
20 would have a more fulsome discussion of such a potentially  
21 debilitating and disabling condition, and that she would make an  
22 assessment of the frequency and the severity and the duration of  
23 the dizziness episodes and their effect, if any, on the ability  
24 to perform work functions on a continuing basis and,  
25 consequently, the impact on both absenteeism and being off task.

1 I don't find it, other than if you read between the lines, but  
2 it deprives the Court of meaningful judicial review not to know  
3 the thinking of the Administrative Law Judge when she apparently  
4 rejects that plaintiff would be absent or off task to an extent  
5 that would preclude her from performing light work available in  
6 the national economy.

7 Again, I find this to be a close case, and I do  
8 respect Judge Hoffman, but I think this should be remanded for  
9 proper consideration and evaluation of plaintiff's dizziness and  
10 vertigo and the impact on her ability to perform work on a  
11 full-time basis, so I will grant judgment on the pleadings to  
12 plaintiff. I do not find persuasive evidence of disability, and  
13 so I will order that the matter be remanded for further  
14 consideration.

15 Thank you both for excellent presentations. I hope  
16 you have a good afternoon and a happy Thanksgiving.

17 MR. GORTON: Thank you, your Honor.

18 MS. VANEGAS: Thank you, your Honor. You, as well.

19 (Time noted: 11:33 a.m.)  
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CERTIFICATE OF OFFICIAL REPORTER

I, HANNAH F. CAVANAUGH, RPR, CRR, CSR, NYACR, NYRCR, Official U.S. Court Reporter, in and for the United States District Court for the Northern District of New York, DO HEREBY CERTIFY that pursuant to Section 753, Title 28, United States Code, that the foregoing is a true and correct transcript of the stenographically reported proceedings held in the above-entitled matter and that the transcript page format is in conformance with the regulations of the Judicial Conference of the United States.

Dated this 19th day of November, 2021.

s/ Hannah F. Cavanaugh

HANNAH F. CAVANAUGH, RPR, CRR, CSR, NYACR, NYRCR  
Official U.S. Court Reporter